

TOWN OF WINDSOR
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PLANNING COMMISSION MEETING AGENDA
April 26, 2023 - 7:00 p.m.
Town Hall

- 1) Call to Order
 - a) Welcome
 - b) Roll Call and Determination of Quorum
- 2) Public Comments
- 3) Approval of the Minutes of the March 22, 2023 Planning Commission meeting
- 4) Town Attorney's Report
- 5) Economic Development Authority (EDA) Report
- 6) Old or Unfinished Business
- 7) New Business
 - A) Draft 2045 Comprehensive Plan
 - Introduction: Scope and Purpose of the Plan, Location
 - Chapter 1: History
- 8) Next Regular Meeting Date: May 24, 2023
- 9) Motion to Adjourn

MINUTES OF THE PLANNING COMMISSION - WINDSOR, VIRGINIA

The Planning Commission met on Wednesday, March 22, 2023 at 7:00 p.m. at the Council Chamber of the Windsor Town Hall, Windsor, Virginia. Terry Whitehead, Town Clerk, called the meeting to order and welcomed all who were present. Mrs. Whitehead recorded the minutes. James Randolph, Planning & Zoning Administrator and Fred Taylor, Town Attorney, were present. Mrs. Whitehead called the roll.

Planning Commission members present: Leonard L. Marshall - Chairman
Devon Hewitt - Vice Chairman
Dale Scott
Ricky Vaughan

Planning Commission members absent: David Adams
Jesse Taylor
Larissa Williams

PUBLIC COMMENTS

None

MINUTES

Chairman Marshall asked if there were any amendments or comments regarding the minutes of the January 25, 2023 regular Planning Commission meeting.

Commissioner Vaughan made a motion to approve the minutes as presented. Commissioner Scott seconded, and the Commission unanimously passed the motion as recorded on the attached chart as motion #1.

TOWN ATTORNEY REPORT

None

ECONOMIC DEVELOPMENT AUTHORITY (EDA) REPORT

Commissioner Scott reported that the sale of the property located on the west side of Town on Route 460 is progressing, but not yet finalized.

OLD OR UNFINISHED BUSINESS

None

NEW BUSINESS

2024-2028 Capital Improvement Plan (CIP)

Mr. Randolph reported that Capital Improvement Planning (CIP) is one of several tools localities use to implement their Comprehensive Plan, which outlines the future a locality envisions for itself through goals and objectives, to be implemented over a period of time. He said the CIP identifies major desired projects, predicts the costs of the projects and places them on a schedule based on the Town Council prioritization of the projects. He explained that the purpose of the CIP is to allow a locality to examine its current resources and to determine what future projects may be needed to provide for its citizens.

Mr. Randolph stated that the CIP covers a five (5) year period, with the first year adopted as part of the upcoming annual budget for the Town. He explained that funding shown in subsequent years is not immediately committed, but instead, gives an idea of the funding levels needed in the future. He said this draft CIP covers the period from 2024 through 2028. Mr. Randolph added that the CIP contains projects for both the Water Fund and the General Fund.

Mr. Randolph noted that the Draft 2024-2028 Capital Improvement Plan and the adopted 2023-2027 Capital Improvement Plan are enclosed for the Commissioners review.

Mr. Randolph reviewed the Draft 2024-2028 CIP.

Mr. Randolph explained that Town Council is seeking input on the CIP from the Planning Commission.

Commissioner Scott questioned the increase from \$50,000 to \$100,000 in the Space Needs Fund. He asked was this due to cost increases or prospective new projects.

Mr. Randolph explained that Council does want to add \$100,000 to Space Needs each and every year in order for funds to be available when they do identify potential projects such as a new Town Hall or a park.

Commissioner Scott made a motion to recommend approval of the 2024-2028 Capital Improvement Plan to Town Council. Vice Chairman Hewitt seconded, and the Commission unanimously passed the motion as recorded on the attached chart as motion #2.

Chesapeake Bay Preservation Act (CBPA) Annual Report

Mr. Randolph reported that in 1988, the Virginia General Assembly enacted the Chesapeake Bay Preservation Act (CBPA) as a critical element of Virginia's non-point pollution source management program. He said that the purpose of the program is to

protect and improve water quality in the Chesapeake Bay by requiring the implementation of effective land use management practices.

Mr. Randolph explained that each year the Town of Windsor is required to submit a report to the Department of Environmental Quality (DEQ) regarding specific elements ranging from permit activity, enforcement of local CBPA ordinances, septic system maintenance, and exemption requests.

Mr. Randolph reviewed the attached 2022 Annual CBPA report that was submitted to DEQ.

Mr. Randolph also reviewed the following recent regulatory changes to the CBPA that will require the Town of Windsor to amend our ordinances:

- A website component where the public can find information about our local CBPA ordinance, Chesapeake Bay watershed map, and CBPA elements of the Comprehensive Plan. (By September 2023)
- Language for the preservation of mature trees located within Resource Protection Areas. (RPA). (By September 2024)
- A new section involving Resiliency Assessment for any proposed development within the Resource Protection Area (RPA). (By September 2024)

ADJOURNMENT

Chairman Marshall stated that the next Planning Commission meeting is scheduled for April 26, 2023.

There being no further business, Commissioner Scott made the motion to adjourn. Commissioner Vaughan seconded, and the Commission unanimously passed the motion as recorded on the attached chart as motion #3.

The meeting adjourned at 7:36 p.m.

Leonard L. Marshall, Chairman

Terry Whitehead, Town Clerk

TOWN OF WINDSOR
RECORD OF
PLANNING COMMISSION VOTES

Commission Meeting Date March 22, 2023

Motion #	L. Marshall	L. Williams	J. Taylor	D. Hewitt	D. Scott	R. Vaughan	D. Adams
1	y	absent	absent	y	y	y	absent
2	y			y	y	y	
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Jerry Whitehead, Clerk

**TOWN OF WINDSOR
VIRGINIA
COMPREHENSIVE PLAN**

2045



DRAFT

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INTRODUCTION

Background and Purpose of the Comprehensive Plan

This Comprehensive Plan provides a general guideline for community development in the Town of Windsor. The Town of Windsor Comprehensive Plan is an official public document adopted by the Town Council which analyzes present conditions and future needs. As a long-term guide, generally with a 20+ year planning horizon, this plan will envision the Town's desired future and will be used for decisions related to growth and development. It is intended to be a flexible document that will be updated periodically to respond to changing circumstances.

A comprehensive plan should be a community's statement of its future goals and desires, based on a realistic assessment of both current and projected conditions. Essentially, the community must evaluate 1) Its history 2) where it is now 3) where it wants to be and 4) how to get there.

Understanding and Implementation of the Plan

The Comprehensive Plan is a document that is official in nature, meaning it is designed to serve as a policy guide for decisions regarding community development. The plan can be implemented through a variety of regulatory and financial tools. Generally, the plan is implemented through the Zoning Ordinance, the Subdivision Ordinance, Capital Improvements Plan, the Annual Operating Budget, and Master plans for specific areas. The Comprehensive Plan encompasses the entire Town, includes a broad range of topics and covers a long-term time horizon.

Legal Basis for the Plan

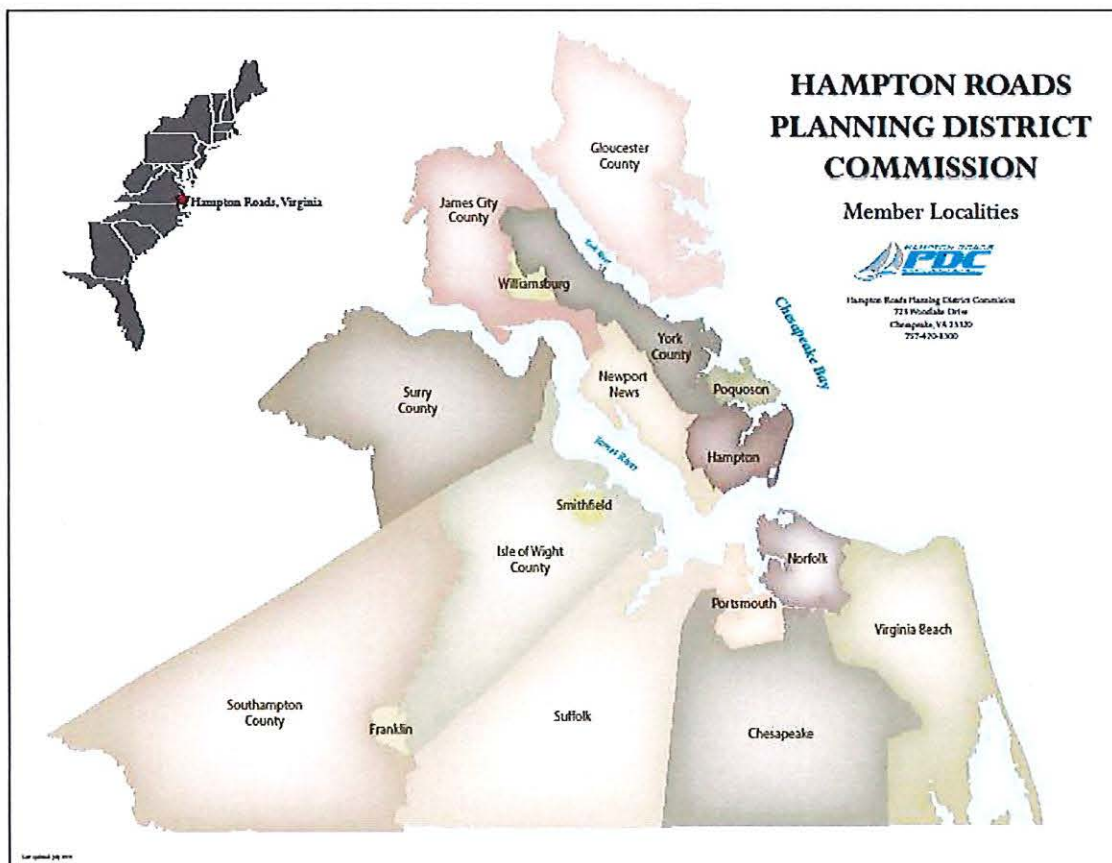
In accordance with Title 15.2-2223 of the Code of Virginia (1950), as amended, the local planning commission is authorized to prepare and recommend a comprehensive plan of the physical development of the territory within its jurisdiction. The governing body (Town Council) shall review the plan and recommendation from the Planning Commission and adopt the plan accordingly. The Plan is to be general in nature and designate the general location, character, and extent of public facilities and improvements.

Title 15.2-2232 of the Code of Virginia states that a comprehensive plan adopted by the governing body of a locality "shall control the general or approximate location, character and extent of each feature shown on the plan. Thereafter, unless such feature is already shown on the adopted master plan, no street or connection to an existing street, park or other public areas, public building or public structure, public utility feature facility or public service corporation facility other than a railroad facility, whether publicly or privately owned, shall be constructed, established or authorized, unless and until the general location or approximate location, character and extent thereof has been submitted to and approved by the local commission as being substantially in accord with the adopted comprehensive plan or part thereof."

The Code of Virginia Title 15.2-2236 requires that comprehensive plan be reviewed and updated, when necessary, at least every five years. As with any document, amendments may be needed over time depending on new initiatives, more detailed planning or changes in governmental policies. Examples of future amendments may include neighborhood plans (small area studies/plans), transportation improvement plans, housing plans, park plans or other master plans.

LOCATION

The Town of Windsor is located in the east central portion of Isle of Wight County, which is located along the coastal plain in southeastern Virginia. Windsor is approximately 30 miles west of the center of the Hampton Roads metropolitan area. The City of Suffolk is located 2.5 miles to the east. Windsor is located at the crossroads of two major highways, U.S. Route 460 and U.S. Route 258. Route 460 provides Windsor with a direct connection to the Hampton Roads region and to the Richmond-Petersburg metropolitan area. Route 460 West leads to connections with Interstates 95 and 295. Route 258 North leads to the Isle of Wight County Courthouse and the Town of Smithfield while Route 258 South leads to the City of Franklin and U.S. Route 58.



CHAPTER 1 – HISTORY

The Town of Windsor is located within Isle of Wight County. After the initial settlement of Jamestown by English colonists in 1607, settlers began exploring the areas adjacent to and along the James River. In 1608 Captain John Smith crossed the James River and obtained bushels of corn from the native inhabitants, the Warraskoyak, to help feed the starving colonists at Jamestown. The first English plantations along the shoreline of Isle of Wight were established by Puritan colonists including Christopher Lawne in May of 1618 and Edward Bennett in 1621. By 1634, the entire Virginia Colony consisted of eight shires (counties). Warrosquyoake Shire was later renamed Isle of Wight County, in reference to the island off the southern coast of England.

The land where the Town of Windsor is located is surrounded by tributaries from the Corrowaugh Swamp, the Beaver Dam Swamp and Ennis Pond. The forests were rich with tall cedar, cypress, pine, oak and other hardwoods. The early pioneer families who settled this area in the mid-19th century included the Roberts, Saunders, Underwood and Godwin. Travel routes had been established and several of these crossed in the area. The area which would become the Town of Windsor was then known as Corrowaugh. Locals also called it Frog Level due to numerous frogs that would gather in the puddles formed on the heavy, wet soils. On August 9, 1852 Corrowaugh was established as a Post Office and mail was brought from nearby Carrsville once a week by courier.

In 1854 land was purchased for the construction of a railroad from Petersburg to Norfolk. William Mahone was the chief engineer of the line and with his wife, a fan of Sir Walters Scott's Ivanhoe novel, the names of Waverly, Wakefield and Windsor were given for the stops along the railroad line. There was a dispute over naming one stop, thus Disputanta was the given name for that area. The railroad built a depot and Corrowaugh was renamed Windsor Station.

Mr. Alexander H. Ashburn, age 22 and son of an English immigrant came to Corrowaugh from Nansemond in 1853 as the survey for the railroad was being conducted. Ashburn would become one of the original contractors during its construction. He married Sara Watkins of Isle of Wight County. With his father-in-law, Meredith Holland Watkins, Ashburn purchased nearby forest lands and began a mercantile business. They built a residence and became one of the earliest settlers. Lumber was in strong demand and the newly constructed railroad provided access to Norfolk and other markets. Numerous sawmills were located in the Windsor Station area.

By 1857 the first Masonic Lodge was established. It was called the Temperance and the Master was Mills Barret. A building was constructed on property belonging to Mr. Ashburn and Mr. Watkins and was south of the railroad tracks. In 1866 the Temperance Lodge became extinct as a fraternity. The building became a community center and one room school. The building was also used as Union Sunday School and a social hall for plays and dinner meetings.

By 1860 as the talk of secession became greater, the Isle of Wight Rifle Grays were established under the command of Captain Watkins and began drilling in preparation for armed conflict. The election to decide whether or not the State of Virginia should secede from the Union indicated that every registered voter in Isle of Wight County cast a vote to secede. Captain Waktins' men served with the Co. D 16th Virginia Regiment of the Confederate Army. Seven Confederate Brothers: " On April 22, 1861 at the beginning of the Civil War, six sons of Benjamin Mills Roberts and Mary Ann Wright Roberts enlisted in Co. D (Isle of Wight Grays), 16th Va. Inf. Regt. They were Mills W., John W., Sylvester J., Benjamin C., Francis C. and Nathaniel C. Roberts, who received a medical discharge. 1st Lt. Stephen W. Roberts, the seventh son, already had enlisted in the 11th N.C. Inf. All of the brothers were wounded while in service, and three surrendered at Appomattox Court House. Remarkably, all survived the war to return to the Windsor area." (Virginia Department of Historic Resources Marker UT 19)

During the War between the States, Isle of Wight County and Windsor Station were considered "no man's land" as the Union controlled Nansemond and Suffolk to the east and the nearby Blackwater River was the demarcation point of the Confederacy to the west. Several battles and skirmishes occurred in close proximity to Windsor Station including the Battle of Smithfield in 1864 and the Battle of Franklin in 1862. Union troops were in Windsor Station as evidenced by a suit of damages done to a tannery. The damages were so great that the tannery never functioned again. During this time, the mail contract with the railroad was discontinued which interrupted the daily deliveries in Windsor Station.

Rebuilding after the war was a problem in Windsor Station, as it was all over the South. Damaged buildings, loss of life and manpower, loss of personal property and enormous debts were difficult to overcome. Windsor Station became a military district under the supervision and guidance of the Union.

In 1878, Mr. Ashburn felt a growing need for an institute of learning superior to the one room school he helped establish earlier. He went to Smithfield and induced Dr. Joseph Franklin Deans to come to Windsor to minister to the churches and establish a school. Dr. Deans was preaching at Smithfield Baptist Church and teaching at Smithfield Male and Female Academy. The Windsor Male and Female Academy was organized and located at the corner of Church Street and North Court Street in the present structure. One year later, under the guidance of Western Branch Baptist church, the Windsor Baptist Church was organized. After another year, the Trustees of the Windsor Baptist Church proposed to build a new house of worship during the spring and summer and in 1880, Mr. Ashburn deeded the property to the trustees. The frame church was dedicated in 1881.

The Windsor Male and Female Academy was among the first two room schools in the County and was a boarding school. It educated children from three counties and provided the early education for many who became preachers, doctors, lawyers, and teachers.

In 1902, some of the merchants and businessmen in Windsor Station felt it was time to organize the town and adopt a fair and equitable method of taxing the residents and providing services for the good of the community. The Virginia Constitution had been recently changed and the businessmen believed there would be more opportunities available if they were chartered. The Charter was granted by the General Assembly on March 15, 1902 and the name was changed to the Town of Windsor. The first official council was appointed to serve for one year until an election could be held. The officers appointed were as follows: Charles T. King - Mayor, C.L. Griffin, W. S. Holland, C. W. Bailey, Franklin Pierce, J.S. Vaugh, F.C. Roberts, W.J. Rhodes and J.F. Deans.

At the August 8, 1902 meeting one finds in the minutes a good description of the schoolhouse to be built. The school would be built by C. W. Bailey on his property next to the Methodist Parsonage. Mr. Bailey intended to rent the school to the Town. It appears that the intent was to provide schooling for the 85 children with the revenue obtained from levying taxes, however, a special committee was asked to meet with the County Superintendent of Schools, Gavin Rawls, and cooperate with the County in providing a school in Town that would serve the same purpose.

The first recorded streetlights provided by the Town were six lamps purchased September 5, 1902. These lamps were gas lit and required the Town Sergeant to light them in the evening and damper them each morning.

In 1905, the first Council Chambers were rented from R. W. Atkins, and furniture and two cuspidors were purchased to furnish it. This would not be a very permanent location however, as during the next 50 years the meetings were held in several places including: R.A. Rhodes store, the Directors Room of the Farmers Bank, Windsor High School, the School Superintendent's Office and the Municipal Building.

The Street Committee was assigned to maintain the streets. There was a problem with farm animals that wandered through the streets and napped wherever they pleased. Residents had to fence their yards to keep the animals out. When the Committee had dirt brought in to improve the streets, there was a problem with people taking the dirt for their own use. In 1907, the Street Committee established a continuous working relationship with State Department of Highways to maintain the streets. They began to secure rights of way for sidewalks in the downtown area, and the first sidewalks were provided.

In June 1908, the Council approved a resolution to clean up the Christian Church cemetery and years later the cemetery was conveyed to Town. From that time on, the cemetery has been owned and maintained by the Town. In November 1946, the Town purchased additional land from J.C. Griffin to enlarge the cemetery.

The State Highway Department proposed to build a new road through Windsor. It was identified as Highway #460 and in 1929 the new highway was opened for travel.

Many homes and businesses were lost to fires during the early development of Windsor. After one particular fire which required assistance from Suffolk and Smithfield Fire Departments, the Ruritan Club sponsored a Volunteer Fire Company. They appeared before Council and requested assistance in obtaining equipment. In 1947, the Town Council authorized the following officers for the Fire Company of Windsor. These were: Earl Kello – Chief, Harry Griffin-Assistant Chief, Russell Nelms-Chief Engineer, and Tom Parham-Assistant Chief Engineer.

In 1950, the Windsor Ruritan Club and the Town of Windsor built a “Community House” which is a valuable asset for the community. Since 1970, the Ruritan Club has owned and operated the building.

Over the next three decades, Town services improved and expanded. The streets were paved, sidewalks extended, additional streetlights installed, and drainage improved. Privately owned water systems were purchased by the Town, upgraded and extended and an above ground storage tower was constructed. In 1971 the Windsor Volunteer Rescue Squad was founded. Robinson Park was established in honor of M.H. Robinson who was a council member and mayor for many years. The Walter Cecil Rawls Library located a branch adjacent to the park on land donated by the Town of Windsor.

The Town established a police department in 1990 and the County Sheriff was appointed Police Chief. The Town hired off duty County Deputy’s to work part time each month. In 2001, the Town hired its own Police Chief thus creating a full time Windsor Police Department. A police station was established on property along Windsor Boulevard (US Route 460).

In the late 1970’s, a Windsor Planning Commission was appointed, and a Board of Zoning Appeals established. A zoning ordinance and subdivision ordinance were adopted to allow for continued orderly development within the Town.

By the year 2000, the Town of Windsor was still the original 1 square mile of area chartered in 1902, with about 1000 residents. Essentially, the Town was built out. On July 1, 2001 the Commonwealth of Virginia approved Windsor’s request to annex 2.82 square miles from Isle of

Wight County. This endeavor required considerable negotiation with Isle of Wight County and led to a Voluntary Settlement Agreement. The annexation increased the population to about 2347.

In 2002, the Town of Windsor celebrated its 100th anniversary or Centennial. A large granite memorial was added to Centennial Park and includes the names of former Mayors, Council members and families that have called Windsor home during its first 100 years.

Since 2000, the former Windsor Middle School has been renovated and is now the Windsor Town Center. New sidewalks have been constructed to the Holland Meadows subdivision and the Windsor Athletic Association sports complex. The welcome signs at the town entrances have been replaced and six murals depicting the town's history have been painted on existing buildings. A new public works building was completed in 2021 on East Griffin Street.

As decades turn into centuries, the needs and services of the Town change. The Town has found itself in the constantly changing role of providing the services needed for an improved standard of living for its residents. The changing generations and their quest for improving the town are the forces that created the Town of Windsor from a crossroads with a post office into the vibrant community it is today. The quest of current and future generations will continue to be the driving force in the decades to come.

NOTE: Much of this history section is sourced from "The Historical Sketch of the Town of Windsor" which was primarily written by Judith S. Robinson, a former Clerk of the Town. She included the years from 1851 to 1980. Several updates were added in 2002 by Patricia M. Mann who served as a Town Clerk & Treasurer. Additional updates were added in 2021 by the Women's Club of Windsor with assistance from Terry Whitehead, Town Clerk, William Saunders IV, Town Manager, Robert C. Claud, former Mayor, Marvin Crocker, former Mayor, and Carita Richardson, former Mayor.